

UNCLASSIFIED

129

INT 618/1

RELATIONS WITH OTHER GOVERNMENT  
INTELLIGENCE AGENCIES

PROBLEM

To determine the form of the relationship between the Department of State's intelligence organization and other Government intelligence agencies, including the National Intelligence Authority (NIA), War Department G-2, Office of Naval Intelligence (ONI), and Army Air Forces A-2, with the end objective of correlating the intelligence activities of the various agencies and of formulating a long-range inter-departmental program.

FACTS BEARING ON THE CASE

Departmental Regulation 183.5 directs the Special Assistant for Research and Intelligence (SA-L) to consult with the Advisory Committee on Intelligence (ACI) with respect to the:

"Implementation of Departmental policy with respect to NIA, and participation by the Department in any centralized operations or projects which the Director of NIA may propose."

Further, Departmental Regulation 133.20 states that the Office of Intelligence Coordination and Liaison (OCL) is responsible

UNCLASSIFIED

UNCLASSIFIED

INT 618/2

-2-

" subject to appropriate policy coordination by ACI,... and under the general direction of SA-L, and in collaboration with the Office of Intelligence Collection and Dissemination ( OCD ), for representing all interested elements of the Department on the staff of NIA, preparing in cooperation with the geographic and economic Offices special intelligence estimates for NIA, and maintaining<sup>in</sup> liaison with other agencies of the government for the purpose of utilizing all possible research resources to meet the Department's needs. "

#### ALTERNATIVE PLANS

There appear to be at least six different ways in which the relations between the Department and other agencies might be organized to accomplish the objectives stated above.

PLAN 1 - ACI Subcommittee: Provision might be made for representatives of other government intelligence agencies to sit on the ACI Subcommittee on Programs and Priorities.

This plan has the advantage of having the representatives sit on an existing committee which is charged with the coordination of Departmental intelligence objectives and policies. The outside representatives would have an excellent opportunity to witness the coordination of the activities of the research and intelligence units within the Department.

This plan has the disadvantage of having outsiders sit on a small working committee which is primarily concerned with

UNCLASSIFIED

UNCLASSIFIED

INT 618/3

-3-

intradepartmental research activities.

PLAN 2 - An Interdepartmental Intelligence Committee might be formed to correlate the intelligence activities of the various agencies, and possibly to formulate a long-range interdepartmental intelligence program.

This plan has the advantage of having equal representation from all interested agencies on a committee organized specifically to handle intelligence problems of an interdepartmental nature. Working subcommittees might be formed to handle functional and/or regional problems.

This plan has the disadvantage of necessitating the organization of a new committee. It will have the usual weaknesses of any interdepartmental committee, i.e. lack of centralized responsibility, lack of continuity, dissimilarities in terms of reference, etc.

PLAN 3 - The Joint Intelligence Committee ( JIC ) might be the group through which relations with the War and Navy Departments are handled.

The JIC was established in 1942 to furnish intelligence for the use of the Joint Chiefs of Staff ( JCS ). SA-L serves as the State Department member of JIC. This is a well established organization which has performed a very valuable function during the war and since in assembling the intelligence required by JCS.

However, as JIC is primarily the intelligence agency of the JCS organization it does not concern itself with the

UNCLASSIFIED

UNCLASSIFIED

INT 618/4

-4-

broader government-wide problems of intelligence.

PLAN 4 - State Department Liaison Channels might be used. The Division of Foreign Activity Correlation ( FC ) has, among other duties, the responsibility for liaison between the State Department and the War and Navy Departments on certain foreign activities including the collection and exchange of counter intelligence information. All documents of any nature flowing in or out of this Department are supposed to pass thru FC.

Obviously FC is only a routine liaison channel and would not be the proper organization thru which to correlate the intelligence activities of the various departments or to formulate a long-range interdepartmental intelligence program.

PLAN 5 - The State - War - Navy Coordinating Committee ( SWNCC ) was established in 1944 to consider matters of a nature which would command high-level consideration by the three departments.

SWNCC has about a dozen subcommittees which have been formed to coordinate the views of the three departments on problems arising in particular areas or in particular fields of common interest. Possibly a SWNCC subcommittee for the coordination of interdepartmental intelligence activities might be organized.

However, to date SWNCC's efforts have been directed mainly toward resolving State - War - Navy policy on various matters and SWNCC has avoided engaging in any activities which involve SWNCC or a subcommittee thereof in strictly day - to - day

UNCLASSIFIED

UNCLASSIFIED

-5-

INT 618/5

operational matters.

PLAN 6 - Coordination by the Central Intelligence Group of NIA of all interdepartmental intelligence activities is another answer to the problem. On 22 January 1946 the President set up the National Intelligence Authority to plan, develop, and coordinate all positive Federal foreign intelligence activities. The Director of Central Intelligence is advised by an Intelligence Advisory Board which, like JIC, is composed of SA-L, G-2, Director ONI, and A-2. Some State Department personnel have been assigned to serve as full-time members of NIA's Central Intelligence Group. To date CIG has been engaged primarily in matters of internal organization.

It might be possible under the general authority and framework of the Central Planning Staff of CIG to form a number of committees and subcommittees organized along both functional and regional lines with membership at the proper working level drawn from the various intelligence agencies. See proposed chart given in Annex A. There might be established a "Collection Committee" composed of the information directors of OCD, OPS, G-2, ONI and A-2 to coordinate the collection activities of the State, War and Navy Departments and to insure that there are no gaps in our coverage of foreign countries. Also there might be formed a "Research Policy Committee" composed

UNCLASSIFIED

60

UNCLASSIFIED

-6-

INT 618/6

of the research directors of OCL, G-2, ONI, and A-2 to establish over-all policies and objectives for the correlation and evaluation of national intelligence. Another example might be the organization at the next lower level of a "USSR Subcommittee" composed of the Russian sections chiefs of DRE, G-2, A-2 and any other interested Government agency to correlate both the research and collection activities of the Government in the USSR field. Possibly USSR subcommittees might be formed along functional lines.

The Intelligence Advisory Board and the Research and Collection Committees would be primarily engaged in determining interdepartmental policies and procedures. The regional committees and subcommittees would be engaged mainly in producing research projects either as "spot" projects requested by CIG or some department or as part of a long-range governmental research program and in so doing would mobilize the full resources of our various intelligence agencies. CIG would furnish the secretariat and possibly the meeting place for these committees.

#### RECOMMENDATION

1. It is recommended that Plan 6 - Coordination by CIG - be adopted as the best method of handling the relations

UNCLASSIFIED

UNCLASSIFIED

INT 618 / 7

-7-

with other government agencies in the intelligence field.

In addition to assuring the most effective accomplishment of the national intelligence mission this plan presents the following advantages from the Department's point of view:

1. Formalizes interdepartmental intelligence relations by creating in accordance with an over-all integral clear-cut plan a series of interrelated functional and regional committees and subcommittees covering the entire field of foreign intelligence.
2. Places the responsibility for enforcing coordination and assuring the continuity of the activities of the various interdepartmental committees on CIG - an organization specifically set up to accomplish this purpose.
3. Provides for interdepartmental contact at the proper working level - thus assuring exchange of thought between the people best qualified to represent their agency in their field.
4. Provides standing committees which can assure quick action on matters within their fields.
5. Assures State Department participation in all government - wide intelligence procedural, substantive, and planning matters of interest to it.
6. Provides a mechanism through which the elimination of duplication of effort between departments may be worked out.

UNCLASSIFIED

UNCLASSIFIED

INT 618/8

-8-

7. Provides a mechanism through which particular types of effort may be allocated to the department where they can most profitably be pursued.

2. It is further recommended that SA-L present a resume of the foregoing facts to the Advisory Committee on Intelligence and propose that the committee recommend to the Secretary that he, as a member of the National Intelligence Authority, propose that NIA issue to the Director of Central Intelligence a directive similar to that outlined in Annex B attached.

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UNCLASSIFIED

INT 618/9

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PROPOSED ORGANIZATION OF INTERDEPARTMENTAL  
INTELLIGENCE COMMITTEES WITHIN THE  
FRAMEWORK OF CIG

Annex A

Level of  
State Department  
Representative

Secretary

SA-L

N I A

C I G — Intelligence Advisory Board

PLANNING

INFORMATION serves Interdepartmental Collection Committee  
Secretariat

INTELLIGENCE serves Interdepartmental Research  
Policy Committee

SECURITY

REVIEW

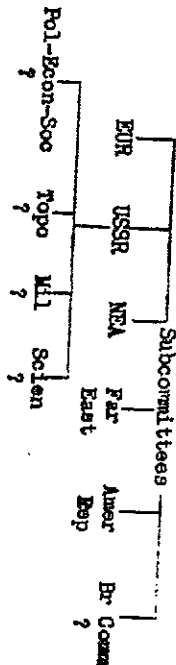
SUPPORT

REPORTS

Dir, OCL

Dir, OCL

Chiefs of  
Research Divs.  
Researchers



Notes:

PRESIDENT ORGANIZATION OF CIG IN CAPITALS  
Proposed organization of committees in lower case

UNCLASSIFIED

UNCLASSIFIED

INT 618/10

Annex B

PROPOSED DIRECTIVE TO BE ISSUED

BY NIA TO CIG

As the national security is a joint responsibility of the State, War and Navy Departments, there must be an organization such as the Central Intelligence Group of the National Intelligence Authority to bring together the intelligence representatives of the three departments to insure that they perform the intelligence functions related to the national security.

The Central Intelligence Group provides the framework needed to assemble and to hold together representatives of the three departments while they plan, develop and coordinate foreign intelligence activities as to assure the most effective accomplishment of the national intelligence mission.

It is believed that the best results are obtained by having detailed plans and projects worked out by the people having the pertinent responsibilities in the three departments.

These people might meet and work together in two types of interdepartmental groups:

a. Groups planning interdepartmental policy with regard to collection activities, research activities, etc. with a view to assuring that the collection and research facilities of the government are fully and efficiently mobilized.

b. Groups organized on a regional basis preparing

UNCLASSIFIED

UNCLASSIFIED

-2-

INT 618/11

research projects requiring interdepartmental collaboration and performing such other functions with regard to intelligence concerning their region as may be determined by the interdepartmental policy groups described above.

To insure that these interdepartmental groups perform the missions assigned to them, it is essential that the Central Intelligence Group see that the necessary policies and program are formulated and to see that the program is accomplished. In this regard the Central Intelligence Group has a very real managerial responsibility.

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